



City of Seattle

Gregory J. Nickels, Mayor

**Department of Planning and Development**

D. M. Sugimura, Director

**CITY OF SEATTLE  
ANALYSIS AND DECISION OF THE DIRECTOR  
OF THE DEPARTMENT OF PLANNING AND DEVELOPMENT**

**Application Number:** 2409068  
**Applicant Name:** Sian Roberts, Miller/Hull Partnership, LLP  
For Bethany Community Church  
**Address of Proposal:** 1156 N 80<sup>th</sup> Street

**SUMMARY OF PROPOSED ACTION**

Master Use Permit to establish use for future construction of a 19,500 church building and the expansion of an existing religious facility (Bethany Community Church). Surface parking for 36 vehicles would be provided on site and 60 vehicles off site at 7821 Stone Avenue N (Daniel Bagley Elementary School). Project includes the demolition of 6-single family residences and a partial alley vacation.

\*Note: The 56 parking spaces proposed at Daniel Bagley Elementary School were revised to 60 parking spaces by the Seattle Public School District.

The following approvals are required:

**Administrative Conditional Use** - to allow the expansion of an institution in a Single Family zone (SMC Chapter 23.44.022).

**SEPA** - Environmental Determination Chapter 25.05 SMC.

**SEPA DETERMINATION:**      ☐ Exempt   ☐ DNS   ☐ MDNS   ☐ EIS  
   ☒ DNS with conditions  
   ☐ DNS involving non-exempt grading or demolition  
   or involving another agency with jurisdiction

\* Early Notice DNS published on December 19, 2005

**BACKGROUND DATA**

**Site and Vicinity Description**

The proposal site is located west of the existing church and sanctuary building of the Bethany Community Church campus. The proposed west campus is bounded generally by North 81<sup>st</sup> Street to the north, North 80<sup>th</sup> Street to the south, Stone Avenue N to the east and single family residential dwellings to the west. The approximately 19,500 square feet rectangular-shaped site is situated on the northwest corner of North 80<sup>th</sup> Street and Stone Avenue N and has approximately 200 feet frontage on N 80<sup>th</sup> Street and approximately 95 feet frontage on Stone Avenue N. Development on the subject site and the rest of the church campus consists of five single family dwelling, a house converted to offices, classrooms and fellowship hall by the church in a previous permit (#2107216) and the Christian Education Building with 22 accessory parking spaces. Existing parking is

accessed via an existing 14-foot wide alley located in the middle of the block separating the proposed sanctuary site to the south and the Christian Education Building to the north.

The primary roadway in the site's vicinity include N 80<sup>th</sup> Street, classified as a minor arterial, improved with concrete curbs, sidewalks and gutter on both sides of the street. Stone Avenue N and North 81<sup>st</sup> Street are both classified as local access roads and are improved with concrete curbs, sidewalks and gutters on both sides of the streets. The Bethany Community Church west campus will be approximately 44,676 square feet when completed.

The site is within the boundary of the Green Lake Neighborhood Plan Area and is situated four blocks north of Green Lake Park. Daniel Bagley Elementary School is located directly to the south of the proposal across N 80<sup>th</sup> Street. The subject site is located in a Single Family 5000 (SF-5000) zone. All the surrounding zoning is designated Single Family 5000 except to the west where the Single Family 5000 zone abuts on the NC2-40 zone, L-3 zone to the east and L-2/RC and NC1-40 zone to the extreme northwest. Development in the vicinity is predominantly a mixture of single family, multifamily and institutional uses.

#### Proposal Description

According to the plans submitted to the Department of Planning and Development (DPD), the applicant proposes to construct approximately 19,500 square foot sanctuary building including partial second floor and partial basement with surface parking for 36 vehicles. The new sanctuary would consist of approximately 600 seats, three nursery rooms and children play rooms separated from the main sanctuary by a hallway. The new sanctuary building will occupy a portion of the vacated alley located in the middle of the campus. The portion of the alley to be vacated measures 200 feet in length and 14 feet in width for a total of approximately 2,800 square feet. The unused portion of the vacated alley would be developed for pedestrian access to the new church sanctuary. The alley vacation provides opportunity for creating a pedestrian friendly campus especially between the two buildings on the site.

The existing Christian Education Building located north of the proposed new sanctuary will undergo minor renovation and maintenance on the site. The size and function of this building will not be altered or expanded as a result of the proposed new sanctuary. According to the applicant, the existing sanctuary building located on 8023 Green Lake Drive N will be used to relocate administrative offices that would be displaced with demolition of the houses owned by Bethany Community Church. Other uses proposed for the existing sanctuary includes meeting spaces such as; Bethany Community Church Staff conferences, youth groups, fellowship space for existing ministries which may include; deaf coffee house, regular coffee house, church library, weddings, and mid week evening classes or study groups. The church has indicated that the existing sanctuary's auditorium will not be used as a worship space simultaneously with the new sanctuary worship services. Therefore, according to TIA, no new traffic and parking impacts are anticipated from the use of the existing sanctuary.

Vehicular access to the new sanctuary site would be via a new driveway from N 80<sup>th</sup> Street from the south and N 81<sup>st</sup> Street to the north. The project will not meet the 80 code required parking spaces on the site. The applicant would provide 36 parking spaces on the site. Additional 60 parking spaces (more than the amount required by code) would be provided on the Daniel Bagley School site through a shared parking agreement with the Seattle Public School district. The Daniel Bagley Elementary is located across North 80<sup>th</sup> Street south of the proposal site.

The applicant has indicated that the existing sanctuary located east of the proposed church campus, which currently provides 340 seats, has become inadequate in meeting the needs of the church. Due to the small size of the sanctuary relative to the attendance, the church has to conduct four services every Sunday, two on Sunday morning and two on Sunday evenings in order to meet the needs of its congregation. The total attendance of three Sunday morning services is approximately 695 people. The two Sunday evening service is attended by 490 people. Therefore, in order to provide better accommodation for current and future members, the church proposes to build a new sanctuary that will seat approximately 600 people. It is estimated that the proposed sanctuary will be able to accommodate more people at each service, and thus reduce the number of services that are being held on Sunday.

#### Public Comment

DPD received six public comment letters during the comment period, which ended on January 18, 2006. In addition, thirteen neighborhood residents signed a petition to express their concerns about the impact of the proposed project. Comments focused on the following; parking and increased traffic, congestion impacts, concern about the demolition of affordable housing in the area, and destruction of the residential community, concern about increased noise impact. Other concerns raised include the application of the land use code dispersion criteria and concern about the scale of the project and its impact to the surrounding neighborhood.

#### ANALYSIS - ADMINISTRATIVE CONDITIONAL USE

The Seattle Land Use Code (SMC 23.44.022 A) provides that institutions such as religious institutions may be permitted as conditional uses in single-family zones. Sections 23.44.022 D through M sets forth criteria to be used to evaluate and/or condition the proposal. The applicable criteria are discussed below.

##### D. General Provisions

*New or expanding institutions in single-family zones shall meet the development standards for uses permitted outright in Section 23.44.008 through 23.44.016 unless modified elsewhere in this subsection or in a Major Institution Master Plan.*

According to the plans submitted with the application, the proposal meets the applicable development standards enunciated in Section 23.44.008 through 23.44.016.

##### E. Dispersion

*The lot line of any proposed new or expanding institution, other than child care centers locating in legally established institutions, shall be located six hundred (600') or more from any lot line of any other institution in a residential zone, certain exceptions.*

The existing Bethany Community Church Sanctuary is located in a triangular area bounded by Green Lake Drive to the north, Stone Avenue to the west and N 80<sup>th</sup> Street to the south. The proposal to build a new sanctuary on an approximately 19, 500 site to the west of the existing church across Stone Avenue, will redefine the existing boundary of the religious facility. However, the site of the proposed church is located across the street from another institution, Daniel Bagley Elementary School located across N 80<sup>th</sup> Street to the south. These two institutions are located less than 600-foot and are separated from each other by North 80<sup>th</sup> Street which is a minor arterial. According to SMC Section 23.44.022.E.1.b, a proposed institution may be located less than six hundred (600) feet from a lot line of another institution if the

Director determines that the intent of the dispersion is achieved due to the presence of an arterial. North 80<sup>th</sup> Street is an arterial and it provides a substantial separation from both institutions. Therefore, the development standard exception provision is applicable to this criterion.

F. Demolition of Residential Structures

*No residential structure shall be demolished nor shall its use be changed to provide for parking. This prohibition may be waived if the demolition or change of use proposed is necessary to meet the parking requirements of the Land Use Code and if alternative locations would have greater noise, odor, light and glare or traffic impacts on surrounding residential property in residential use. If the demolition or change of use is proposed for required parking, the Director may consider waiver of parking requirements in order to preserve the residential structure and/or use. The waiver may include but not limited to, a reduction in the number of required parking spaces and a waiver of parking development standards such as location and screening.*

As proposed, the project would require the demolition of five residential structures and one single family structure that was converted under a conditional use permit #2107216 to office use. The sites would be used for the construction of new sanctuary and associated surface parking. A new driveway to access the site from N 80<sup>th</sup> Street will be created along the western portion of the site.

The new sanctuary would be located on the southeast portion of the site to minimize the impacts of institutional use on the single family homes located west of the site. The church building will have a footprint measuring approximately 114 feet in length and approximately 108 feet in width for a total of approximately 12,339 square feet. Retention of some or all of the residential structures on the rest of the site would restrict the amount of on-site parking available, and would not accommodate the proposed access driveway through the site.

The surface parking proposed to occupy the site of the residential structures is intended to replace the surface parking that will be lost with the construction of the new sanctuary. The church currently has 22 on-site parking spaces. During regular church service on Sundays, Stone Avenue N is closed off between N 80<sup>th</sup> Street and N 81<sup>st</sup> Street for on-street parking by the congregation. The proposal would provide 36 on-site parking spaces and 60 parking spaces would be located at Daniel Bagley Elementary School site through share parking agreement between the church and the Seattle Public School District. The demolition of the residential structures is necessary to meet a portion of the parking required by the Land Use Code and provide driveway access to the site. Although the Director may waive or modify parking requirements (see SMC 23.44.022 L), the proposed on-site parking is already less than required by code. Thus, construction of the surface parking and driveway access is necessary as proposed. Further modification of parking requirements would result in preservation of one house and no on-site parking. Therefore, providing less than the required parking on-site is a reasonable proposal.

H. Noise and Odors

*For the purpose of reducing potential noise and odor impacts, the Director shall consider the location on the lot of the proposed institution, on-site parking, outdoor recreational area, trash and refuse storage areas, ventilating mechanisms, sport facilities, and other noise generating and odor-generating equipment, fixtures or facilities. The institution shall be designed and operated in compliance with the Noise Ordinance, Chapter 25.08.*

The potential noise anticipated from the proposed project would be related mostly to construction and traffic activities. The church will achieve its highest use on the site during Sunday service and on Easter and Christmas holidays and during social events. An increase in noise level during Sunday service and other events is not anticipated because any event that may require large assembly will be held in the church except that minor noise may occur from vehicular traffic using the 36 on-site parking spaces. The bulk of the required parking would be provided off-site at the Daniel Bagley elementary school across N 80th Street south of the site. Traffic noise impacts are minimal and of relatively short duration during Sunday services. During the week, noise impact on the site is limited to noise generated by regular vehicular traffic on the streets in the vicinity. Any additional noise impacts associated with other activities during the week would have minimal impacts to residential neighborhoods because the proposed site will be screened with a solid fence and substantial landscaping to buffer potential noise impact on the residential areas west of the site. Therefore, no further conditioning for noise impact is warranted by this criterion. No adverse odor impacts are anticipated to result from this proposal.

I. Landscaping

*Landscaping shall be required to integrate the institution with adjacent areas, reduce the potential for erosion or extensive stormwater runoff, screen parking from adjacent residentially zoned lots or streets or to reduce the appearance of bulk of the institution.*

The proposed landscaping is described on the landscape plans (sheets L1.1, L1.2 and L2.1) submitted with the MUP application. Landscaping will include street plantings, shrubs and groundcover along N 81<sup>st</sup> Street. Trees and shrubs will be planted around parking areas and vines will be planted to soften the fencing around these areas especially along the west property line, which abuts the residential areas to the west. Trees, shrubs, groundcover, and other vegetation will be planted around the new building and along the access driveway. A condition would be imposed to require more landscaping to further integrate the institution with the adjacent residential area.

J. Light and Glare

*Exterior lighting shall be shielded or directed away from adjacent residentially zoned lots.*

Lights are proposed for the parking lots, exterior walkways and stairs. The exterior lighting will be regulated to timer cut-off meter and will be limited to those areas that require illumination at night for safety and security. All fixtures will include shielding to mitigate light and glare impacts on surrounding properties. Interior lightings will be turned off at night at the end of church events. To ensure that light and glare impacts are mitigated, DPD shall require the applicant to submit light fixtures design before issuance of the construction permit. This will ensure that lights will be fully shielded and that appropriate light fixtures are used to prevent light spillover.

K. Bulk and Siting

1. Lot Area: *If the proposed site is more than one (1) acre in size, the Director may require the following and similar development standards:*

The proposal site is more than one (1) acre; therefore, this criterion is applicable.

- a) *For lots with unusual configuration or uneven boundaries, the proposed principal structures are located so that changes in potential and existing development patterns on the block or blocks within which the institution is located are kept to a minimum.*

The proposed project would require the demolition of six existing single family structures and partial vacation of approximately 2/3 of the existing alley within the church property. The proposed new sanctuary building will occupy most of the site and part of the vacated alley with associated surface parking spaces for 36 vehicles. The proposed development will not change the street system within the vicinity of the site. There is no consistent pattern of uniform and nearly square blocks in the area. Green Lake Drive located east of the existing sanctuary building demarks and provides a strong edge between the proposal site and properties located east of the street. Aurora Avenue N to the west of the site provides another strong edge between the subject site and land uses along Aurora Avenue and further to the west. Vehicular access would be provided by the N 80<sup>th</sup> Street to the south N 81<sup>st</sup> Street to the north and Stone Avenue N to the east. The proposed new sanctuary building and associated development on the site will strive to be compatible with the surrounding neighborhood.

- b) For lots with large street frontage in relationship to their size, the proposed institution reflect design and architectural features associated with adjacent residentially zoned block faces in order to provide continuity of the block front and to integrate the proposed structures with residential structures and uses in the immediate area.*

The proposal site has 200 feet frontage on N 80<sup>th</sup> Street and 95 feet frontage on Stone Avenue N. The proposed building materials would consist of a pre-cast concrete at the base with a combination of brick and pre-finished metal siding above. The refinished metal siding and roofing provides integration with the existing church facilities and the duplex and triplex residential buildings across N 80<sup>th</sup> Street south of the site. The modulation of the facades and reduction in scale of the building along the street provides some level of integration with the single family residential area to the west. The proposed street improvement on N 80<sup>th</sup> Street, N 81<sup>st</sup> Street and Stone Avenue N would minimize the presence of parking areas along the Streets, thus provide continuity along the blocks. Therefore, no mitigation is warranted.

2. *Yards: Yards of institutions shall be as required for uses permitted outright in Section 23.44.008, provided that no such structure other than freestanding walls fences, bulkheads or similar structures shall be closer than ten feet (10') to the side lot line. The Director may permit yards less than ten feet (10') but not less than five feet (5 ft.) after finding that the reduced setback will not significantly increase impacts, including but not limited to noise, odor and comparative scale, to adjacent lots zoned residential and there will be a demonstrable public benefit.*

According to the plans submitted by the applicant, the proposal site has a 20-foot front yard setback on Stone Avenue N and a rear yard setback of 25-feet to the rear abutting the residential area to the west. The site has a 10-foot side yard setback along N 80<sup>th</sup> Street to the south. The yard requirements for the site are met. Therefore, no unusually adverse use related impacts are anticipated.

3. *Height limit: A religious symbol and that portion of the roof supporting it, including but not limited to a belfry or spire, may be extended an additional twenty-five (25') above the height limit.*

The proposed religious symbol will extend 9 feet above the height limit.

4. *Facade Scale: If any facade of a new or expanding institution exceeds thirty feet (30') in length, the Director may require that facades adjacent to the street or a residentially*

*zoned lot be developed with design features intended to minimize the appearance of the bulk. Design features which may be required include, but are not limited to, modulation, architectural features, landscaping or increased yards.*

The depth of the proposed sanctuary building is approximately 114 feet, which results in potential bulk impacts that can be mitigated by the Director. The proposed building will consist of brick similar to the materials on the existing church buildings. The upper area of the building would include a flat roof with broken gable roof forms to blend with the residential rooflines and mark a transition in building height to the residential area to the west. The building exterior materials would include brick, concrete, painted siding, board panels and some glass. The south elevation along N 80<sup>th</sup> Street is a glazed facade modulated with columns, a stair tower, and a religious symbol at the main entry at the corner of N 80<sup>th</sup> Street and Stone Avenue N. The west elevation reads as a modulated concrete frame with glass infill and a lower roof. Trees and shrubs will be planted along the building facades to further break down the scale. Therefore, no bulk and scale mitigation is warranted.

#### M. Transportation Plan

- (1) *A transportation plan shall be required for proposed new institutions and for those institutions proposing expansions, which are larger than four thousand (4,000) square feet of structure area and/or provide twenty (20) or more parking spaces.*
- (2) *The Director shall determine the level of detail to be disclosed based on the probable impacts and/or scale of the proposal. The transportation plan may consider the following elements, as well as other similar factors:*
  - (a) *Traffic: Number of staff during normal working hours; users; guest; and other regularly associated with the institution; level of vehicular traffic generated; traffic and parking characteristics of the institution and the immediate area; likely vehicle use patterns; extent of congestion; types and numbers of vehicles associated with the use; and mitigating measures to be taken by the applicant;*
  - (b) *Parking area: Number of parking spaces; extent of screening from public or abutting lots; direction of vehicle light and glare; location of driveways and curbs cuts; accessibility and convenience of parking area; and mitigating measures to be taken by the applicant;*
  - (c) *Parking overflow: Number of vehicles expected to be parking in alternative parking lots; opportunity available to share existing parking areas; trend to local area development and mitigating measures to be taken by the applicant such as providing shuttle services to off-site parking areas;*
  - (d) *Safety: Number of driveways, which cross pedestrian walkways; and location of passenger loading areas;*
  - (e) *Availability of Mass Transportation, Bus route location and frequency of service, private transportation programs including carpools, and vanpools, to be provided by the applicant.*

The total area for the subject project on completion would be 23,691 square feet which is more than the 4,000 square feet to trigger a Transportation Plan; therefore, the above provision is applicable. The Bethany Community Church is a religious institution that provides a wide range of religious services and programs for its members and congregation. The programs include a variety of classes such as Sunday school and children programs. In addition to the regularly scheduled weekly classes, church services, and meetings, Bethany Community Church usually hosts other events, which

include Mother of Pre-school (MOPS), Willingness Ministry, Stephen Ministers, and Church Council. The Bethany Community Church has a total of nine (9) employees.

Traffic Operations:

Bethany Community Church submitted a Transportation Impact Analysis Plan prepared by Heffron Transportation, Inc. dated March 21, 2005, pursuant to SMC 23.44.022M. According to the study, the estimated number of trips generated on site was measured based on the current seating capacity of 485 seats available at each Sunday service and the future seating capacity of 600 seats that would be available in the new sanctuary. In the future, the expected attendance at the proposed sanctuary is expected to be approximately 1,960 people on a typical Sunday. By constructing a new sanctuary, the church could hold three Sunday services instead of four. The 6:45 p.m. service would be eliminated. The existing attendance for each service is shown on the following table below; this table includes both adult and child attendees:

Sunday Summary of Church Service and Attendance			
Day	Meeting Description	Attendance	Time
Sunday	1 <sup>st</sup> Service	245	9:00-10:30 a.m.
	2 <sup>nd</sup> Service	460	10:45-12:00 noon
	3 <sup>rd</sup> Service	365	5:00-6:30 p.m.
	4 <sup>th</sup> Service	133	6:45-8:30 p.m.

The study analyzes traffic impacts expected from each of the four services occurring on Sundays and from weekday activities at the site. Projections of attendance for the year 2015 show attendance at each service at near capacity. According to the study, the Sunday trip generation for the proposed project was determined using average rates in *ITE Trip Generation 7<sup>th</sup> Edition (2003)*. The peak attendance at the 10:45 AM service is considered to be the worst case condition. The net change in peak hour trips generated by the project is based on the change in attendance at the peak of the 10:45 AM service. The current peak service attendance is 395 adults. In the future, the peak service would occur at the same time, with peak attendance of 610 adult. The net change of 215 adult is used as the basis for the peak hour trip calculations.

Trips rate from ITE were applied to the projected increase in adult attendees. During the Sunday peak traffic period at mid-day the proposal is expected to generate 384 vehicle trips, 135 more than are currently generated. Of these trips 200 would be inbound and 184 outbound. The summary of trip generation for Sunday is shown on the following table below:

			Sunday Peak Hr Trip Generation			
	Total Adult Attendance	Peak Adult Attendance	Sunday Trips	Inbound	Outbound	Total
Existing	1,068	395	670	129	120	249
Proposed	1,960	610	1,230	200	184	384
Net Increase	892	215	560	71	64	135

The trip generation shows that the weekday increases would be small. No intersection would be affected by more than four trips during the weekday P.M. peak hour. These small increases would likely be unnoticeable.

During the Sunday peak hour one of the highest trip impacts would be on N 85<sup>th</sup> Street east of the site. This would collect incoming trips from Interstate 5 and areas east of the freeway. The trip increase on this street is estimated to be 35 vehicles. It is expected that most trips would turn south at



Wallingford Avenue N where a signal exists to facilitate these turns. Outbound trips to Interstate 5 north and to areas east of the freeway would use N 80<sup>th</sup> Street and the trip increase on this street east of Wallingford Avenue N is estimated to be 7 trips. North 80<sup>th</sup> Street would be the primary access route for trips arriving from due west and from the south on Aurora Avenue N. It is estimated that Sunday peak hour traffic would increase by about 42 vehicles per hour on N 80<sup>th</sup> Street south of the site. Trips from N 85<sup>th</sup> Street west of Aurora and trips from the north on Aurora Avenue N are expected to use Green Lake Drive N to access the site. The trip increase on this street is expected to be about 30 vehicles during the Sunday peak hour. Existing traffic volumes on vicinity streets are substantially lower during the Sunday peak hour than during the weekday commuter peak hours. Because the majority of traffic expected to be generated by the proposal will occur on Sundays when traffic levels are far below those experienced during weekday peak periods, it can reasonably be concluded that traffic to be generated can be accommodated on the surrounding street system without an appreciable deterioration in level of service (LOS).

Although the project is not expected to degrade level of service at intersections at the vicinity of the site, it is recognized that the new driveway on N 80<sup>th</sup> Street may have potential adverse impacts. At the request of neighbors, Bethany Community Church has agreed to restrict driveway turning movements so that only right turns are allowed for traffic exiting the site onto both N 80<sup>th</sup> Street and N 81<sup>st</sup> Street. In addition, left turns into the site from N 80<sup>th</sup> Street will be prohibited to facilitate smooth traffic flow at this location. Such lane prohibitions should not restrict turns into and out of the Daniel Bagley Elementary School driveway on the south side of N 80<sup>th</sup> Street. Any turn restrictions at this driveway could result in additional circulation and U-turn in the adjoining neighborhood.

#### Parking

It is the City's policy to minimize or prevent adverse parking impacts associated with development projects. Seattle Municipal Code 23.54.015A requires one parking space per eighty square feet of auditorium and public assembly rooms for religious facility. The proposed 6,400 square feet of assembly area results in a requirement of 80 parking spaces. The existing Bethany Community Church has 22 on-site parking spaces. Almost all parking for the existing church occurs on streets in the immediate area.

As shown on the site plan, the applicant has proposed to reconfigure the church's on-site parking lot adding 14 parking spaces for a total of 36 parking spaces on site. The new church campus was not able to accommodate 80 parking spaces on site. As a result, 60 parking spaces will be provided on the Daniel Bagley Elementary School by a shared parking agreement with the Seattle Public School District. This parking would be available for school use during the day and evening events. On Sunday and some evenings, the school parking lot would be available for the church use.

In the future, the peak attendance is expected to increase to 730 (including adults and children) in the new sanctuary. This peak attendance is expected during the 10:45 A.M. service. The total parking demand generated by these attendees is expected to be 350 vehicles. The summary of parking demand and supply is shown in the table below:

Parking location	Existing Parking	Proposed Parking with the Project
Total Parking demand	185	350
On-site parking	22	36
Bagley Elementary School	6	60
Rialto retail lot	0	10
On-street parking	157	244

According to the proposal, it is estimated that the scheduling of Sunday services will also help to maximize efficiency of the parking supply. The analysis from the table above shows that the proposed parking would increase on-street parking in the vicinity by an estimated 91 vehicles during the peak service compared to existing conditions. This peak attendance of 730 people would not likely occur for many years after the new sanctuary is opened. The attendance projections were for the year 2015. In addition, this peak attendance would occur on one of the more heavily attended services of the year. With the additional off-street parking that the project will provide, it is estimated that on-street parking demand would not exceed existing parking conditions until the peak service attendance exceeds 540 people.

According to the parking utilization study prepared by Heffron Transportation, Inc., it is estimated that if 91 additional vehicles did park on the streets, it would fully utilize all available parking within 800 feet of the site. To mitigate for this potential impact, several measures have been recommended to mitigate the potential parking impacts in the vicinity. Thus the elements of this transportation study will include mitigations by addressing the following:

- 1) The designation of a Parking Coordinator by the church who will be responsible for the coordinating and promoting the church's parking plans in the future.
- 2) Providing all neighbors living within 300 feet of the property the name and phone number of the Parking Coordinator to address traffic and parking concerns
- 3) Coordinate evening parking needs with Daniel Bagley Elementary School. Avoid major church events that could overlap evening events at the school.
- 4) The church will coordinate and provide a shuttle service to transport congregants to and from various potential parking locations, such as, Seattle Pacific University, University of Washington and Seattle University.
- 5) Encourage church attendees to carpool and rideshare to Sunday services. Create a data base or map showing residential locations of attendees to facilitate ride-matching. Consider matching seniors with families who can drive them to Sunday services.
- 6) Encourage members to attend other services besides the peak Sunday service.
- 7) When the peak service attendance (total in sanctuary and classrooms) exceed 540 people, the church should consider securing an additional off-site parking lot. The church would have to develop a bus or van shuttle program to provide additional shuttle services for off-site parking lots in the future.
- 8) The need for this measure should be determined by the on-street parking utilization survey similar to the one prepared for this report. The church will be required by DPD to secure an off-site parking if total parking demand within 800 feet of the church exceeds 90% capacity during the peak Sunday service.

#### Summary and Mitigation

The proposed project would not adversely affect intersection traffic operations in the area. During the weekday PM peak hour, when traffic volumes in the vicinity are higher, the project would add fewer than 4 trips to any intersection. Most of the project's traffic impact would occur on Sunday, when background traffic volumes in the vicinity are much lower. The combination of background and new project trips on Sunday is not expected to degrade intersections operations to unacceptable levels of service. However, turn restriction at certain driveways are appropriate to facilitate a smooth flow of traffic around the project site.

The proposed project on the other hand, could have adverse parking impacts in the site vicinity if no changes are made to reduce the number of vehicles parked during peak services. The elements of the traffic and parking utilization study will include mitigation by addressing the following:

1. Restrict egress movement from the church parking lot on N 80<sup>th</sup> Street only to right-turn.
2. No left turn into the church parking lot on N 80<sup>th</sup> Street
3. Movement from the church on to N 81<sup>st</sup> Street restricted to only right turn.
4. Retain full turning movement at new driveway for Daniel Bagley Elementary School parking lot.
5. The designation of a Parking Coordinator by the church who will be responsible for the coordination and the promoting the church's parking plans in the future.
6. Providing all neighbors living within 300 feet of the property the name and phone number of the Parking Coordinator to address traffic and parking concerns
7. Coordinate evening parking needs with Daniel Bagley Elementary School. Avoid major church events that could overlap evening events at the school.
8. The church will coordinate and provide a shuttle service to transport congregants to and from various parking locations, such as, Seattle Pacific University, University of Washington and Seattle University.
9. Encourage church attendees to carpool and rideshare to Sunday services. Create a data base or map showing residential locations of attendees to facilitate ride-matching. Consider matching seniors with families who can drive them to Sunday services.
10. Encourage members to attend other services besides the peak Sunday service.
11. When the peak service attendance (total in sanctuary and classrooms) exceed 540 people, the church should consider securing an additional off-site parking lot. The church would have to develop a bus or van shuttle program to provide additional shuttle services for off-site parking lots in the future.

#### Public Transportation

No transit routes directly serve the site on either N 80<sup>th</sup> Street or Green Lake Drive N. Three buses use N 80<sup>th</sup> Street east of Wallingford Avenue; route 16, 316 and 82. These stops are located within four blocks of the proposed site. Regular bus service is also available on Aurora Avenue N about two blocks to the west, as well as on N 85<sup>th</sup> Street five blocks north of the site.

#### Non-motorized transportation facilities

All roadways in the immediate site vicinity provide pedestrian access in the form of sidewalks. In addition, a separate bicycle lane currently exists on Green Lake Drive N between Aurora Avenue N and East Green Lake Drive N.

### **ANALYSIS - ADMINISTRATIVE CONDITIONAL USE - GENERAL PROVISIONS**

#### Public Welfare and Injury to Property in Vicinity

*General provisions for conditional uses in single family zones (SMC 23.44.018) provide that a use may be approved, conditioned or denied based upon whether it meets the specific criteria set forth for the use and also "whether the use will be materially detrimental to the public welfare or injurious to property in the zone or vicinity in which the property is located."*

The following institutions according to Section 23.44.022 of the Land Use Code may be permitted as conditional uses in single-family zones: community centers, child care centers, private schools, religious facilities, public or private libraries, existing institutes for advanced

study, other similar institutions. The Department recognizes the public benefit achieved by providing convenient religious facilities. The Land Use Code, as an enunciation of the city policy allows institutions in single family zones, but establishes the conditional use process as a mechanism for the screening and mitigating of likely impacts related to the uses. The existing use has been operating as a church at this site for many years. The new larger sanctuary in the new structure, as conditioned, will not be materially detrimental to the public welfare or injurious to property in the zone or vicinity.

### **DECISION - ADMINISTRATIVE CONDITIONAL USE**

(Based on plans and information in the file):

The proposed Administrative Conditional Use to allow the expansion of an institution in a single family zone is **CONDITIONALLY GRANTED.**

### **ANALYSIS – SEPA**

The initial disclosure of the potential impacts from this project was published in the annotated environmental checklist completed on January, 2005, and supplemental information in the project file submitted by the applicant's agent. The information on the checklist, supplemental information, and the experience of the lead agency with the review of similar projects form the basis for this analysis and decision.

The SEPA Overview Policy (SMC 23.05.665D) clarifies the relationship between codes, policies, and environmental review. Special policies for each element of the environment contain neighborhood plans, and other policies explicitly referenced may serve as the basis for exercising substantive SEPA authority.

The Overview Policy states, in part, "Where City regulations have been adopted to address an environmental impact, it shall be presumed that such regulations are adequate to achieve sufficient mitigation" subject to some limitations. Under such limitations/circumstances (SMC 25.05.665D1-7) mitigation can be considered. Thus, a more detailed discussion of some of the impacts is appropriate.

City codes and/or ordinances apply to the proposal and will provide adequate mitigation for some of the identified impacts. Specifically these include: 1) Stormwater, Grading, and Drainage Control Ordinance (storm water runoff, temporary soil erosion, and site excavation); and 2) Street Use Ordinance (tracking of mud onto public streets, and obstruction of right-of-way during construction).

#### **Short-term Impacts**

The following construction related impacts are expected: temporary soil erosion, decrease in air quality due to increased dust and other suspended air particulates during demolition and construction; increased noise and vibration from construction equipment. These impacts are not considered significant because they are temporary and/or minor in scope. Although not significant, some of the impacts are adverse and certain mitigation measures are appropriate as specified below.

#### **Construction Noise**

Some short term noise from construction activities is anticipated. Construction noise could result in periodic increases in speech interference and annoyance in the residential buildings adjacent to

the site. In addition to complying with the Noise Ordinance (SMC 25.08), the applicant will be required to limit construction and grading activities (including demolition) to non-holiday weekdays between the hours of 7:00 a.m. and 6:00 p.m. This condition shall be required pursuant to the SEPA authority to manage noise impacts during construction (SMC 25.05.675.B).

#### Air Quality

Demolition will create dust, leading to an increase in the level of suspended particulates in the air, which could be carried by wind out of the construction area. The Street Use Ordinance requires watering the site as necessary to reduce dust. In addition, the Puget Sound Clean Air Agency (PSCAA) requires that reasonable precautions be taken to avoid dust emissions. Demolition could require the use of heavy trucks and smaller equipment such as generators and compressors. These engines would emit air pollutants that would contribute slightly to the degradation of local air quality. Since the demolition activity would be of relatively short duration, the associated impact is anticipated to be minor and does not warrant mitigation under SEPA.

PSCAA, Department of Labor and Industry, and EPA regulations provide for the safe removal and disposal of asbestos. However, no permit process exists that ensures that PSCAA has been notified of the proposed building demolition on the site. A condition shall be added requiring the applicant to submit to DPD a copy of the PSCAA demolition permit prior to issuance of master use and/or demolition permit. The condition is imposed pursuant to SEPA authority to mitigate air quality, construction and environmental health impacts, SMC 25.05.675.A, B and F.

#### Street and Sidewalks

The Street Use Ordinance includes regulations, which mitigate dust, mud, and circulation. Temporary closure of the sidewalk and/or traffic lane(s) is controlled with a street use permit through the Seattle Department of Transportation. It is the City's policy to minimize or prevent adverse traffic impacts, which would undermine the ability, safety, and/or character of a neighborhood, or surrounding areas (SMC 25.05.675.R). In this case, adequate mitigation is provided by the Street Use Ordinance, which regulates and provides for accommodating pedestrian access. Therefore, additional mitigation under SEPA is not warranted.

#### Parking

During construction, parking demand will increase due to additional demand created by construction personnel and equipment. It is the City's policy to minimize temporary adverse impacts associated with construction activities. However, an adequate supply of off-street parking exists on the site that can accommodate increased parking demand during construction. Further additional parking mitigation under SEPA is not warranted.

#### Construction Traffic

Existing city code requires truck activities to use arterial streets to every extent possible. Due to the location of the site, access and circulation of grading trucks will likely be on N 80<sup>th</sup> Street.

City code provides that material hauled in trucks not be spilled during transport. The City requires that a minimum of one foot of "freeboard" (area from level of material to the top of the truck container) be provided in loaded uncovered trucks, which minimize the amount of spilled material and dust from the truck bed transported to or from a site. Existing city codes and ordinances ensure that impacts from the proposed grading/excavation will be reduced or

eliminated and no further conditioning of the grading/excavation element of the project is warranted pursuant to SEPA policies.

#### Long-term Impacts

Long term or use related impacts are also anticipated from the proposal and include: increased light and glare; increased ambient noise due to increased human activity and vehicular traffic; increased parking demand; and increased demand on public services and utilities. Additional traffic impact is anticipated because of anticipated growth of the church; energy consumption would increase because the proposal would result of the new sanctuary space. The remaining long term impacts are minor in scope, and the level of adversity is mitigated by compliance with city codes and ordinances; Energy Code (energy consumption); Seattle Land Use Code (required parking and landscaping, bulk and scale, light and glare); and the Stormwater, Grading and Drainage Ordinance (stormwater runoff).

#### Light and Glare

The proposal site is located primarily in a Single Family 5000 (SF-5000) zone. The site abuts single family residences to the west and to the north across N 81<sup>st</sup> Street. The landscape plan indicated that a solid wood fence and substantial landscaping would provide adequate screening for light and glare impacts on adjacent residences and the street respectively. Furthermore, the Land Use Code requirement for shielding and orienting exterior lighting to minimize impacts on surrounding properties is sufficient mitigation for this impact (SMC 23.05.045). No further mitigation under SEPA is warranted.

#### Parking

The site plan indicates that eighty (80) parking spaces are required by the Land Use Code for the proposed 6,400 square foot sanctuary. The applicant has indicated on the site plan that thirty six (36) parking spaces would be provided on site. The applicant has signed a shared parking agreement with the Seattle Public School District, to use the 60 parking spaces located at Daniel Bagley Elementary School across N 80<sup>th</sup> Street to the south.

It is estimated that peak parking demand for this church would occur during Sunday services and special events days on the site. Additional parking demand such as overflow parking associated with the Sunday morning services and on special events is analyzed and mitigated by the administrative conditional use review. No further mitigation is warranted based upon applicable SEPA policies

#### Traffic

The traffic related impacts have been discussed in the ACU Transportation Plan criteria above. Therefore, no mitigation for traffic impact under SEPA is warranted for this project.

### **DECISION – SEPA**

The decision was made after review by the responsible official on behalf of the lead agency of a completed environmental checklist and other information on file with the responsible department. This constitutes the Threshold Determination and form. The intent of this declaration is to satisfy the requirements of the State Environmental Policy Act (RCW 43.21C), including the requirement to inform the public of agency decisions pursuant to SEPA.

- [X] Determination of Non-Significance. This proposal has been determined to not have a significant adverse impact upon the environment. An EIS is not required under RCW 43.21C.030 (2)C.
- [ ] Determination of Significance. This proposal has or may have a significant adverse impact upon the environment. An EIS is required under RCW 43.21C.030 (2)C.

### **CONDITIONS – SEPA**

#### **Prior to the Issuance of the Master Use and/or Demolition Permits**

1. The owner(s) and/or responsible party(s) shall submit a copy to DPD of the PSCAA Demolition Permit.

#### **During Construction**

The following conditions to be enforced during construction shall be posted at the site in a location on the property line that is visible and accessible to the public and to construction personnel from the right-of-way. The conditions will be affixed to placards prepared by DPD. The placards will be issued along with the building permit set of plans. The placard shall be laminated with clear plastic or other waterproofing materials, and shall remain posted on-site for the duration of the construction.

2. In order to further mitigate impacts during construction, the owner(s) and/or one responsible party(s) shall limit the hours of outside construction to non-holiday weekdays from 7:00 a.m. to 6:00 p.m. The condition may be modified by the Department to permit work of an emergency nature or to allow low noise interior work after the shells of the structure is enclosed. This condition may also be modified to permit low noise exterior work (e.g. installation of landscaping) after approval from the Land Use Planner.

### **CONDITIONS - ADMINISTRATIVE CONDITIONAL USE PERMIT**

#### **Through the Life of the Permit**

The owner(s) and responsible party(s) shall:

1. Restrict egress movement from the church parking lot on N 80<sup>th</sup> Street to right-turn only.
2. No left turn into the church parking lot on N 80<sup>th</sup> Street
3. Movement from the church on to N 81<sup>st</sup> Street restricted to only right turn.
4. Retain full turning movement at new driveway for Daniel Bagley Elementary School parking lot.
5. The designation of a Parking Coordinator by the church who will be responsible for the coordination and the promoting the church's parking plans in the future.
6. Providing all neighbors living within 300 feet of the property the name and phone number of the Parking Coordinator to address traffic and parking concerns
7. Coordinate evening parking needs with Daniel Bagley Elementary School. Avoid major church events that could overlap evening events at the school.
8. The church will coordinate and provide a shuttle service to transport congregants to and from various parking locations, such as, Seattle Pacific University, University of Washington and Seattle University.
9. Encourage church attendees to carpool and rideshare to Sunday services. Create a data base or map showing residential locations of attendees to facilitate ride-matching. Consider matching seniors with families who can drive them to Sunday services.

10. Encourage members to attend other services besides the peak Sunday service.
11. When the peak service attendance (total in sanctuary and classrooms) exceed 540 people, the church should consider securing an additional off-site parking lot. The church would have to develop a bus or van shuttle program to provide additional shuttle services for off-site parking lots in the future.
12. Maintain additional landscaping to integrate the institution with adjacent residential area.

Footnote:

List of City Holidays:

New Year's Day
Martin Luther King Jr.'s Day
President's Day
Memorial Day
Independence Day
Labor Day
Veterans' Day
Thanksgiving Day
Day following Thanksgiving Day
Christmas Day

Signature: (signature on file) Date: October 2, 2006  
Christopher Ndifon, Land Use Planner  
Department of Planning and Development